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DDI-4227-73

24 August 1973

MEMORANDUM FOR: Acting Deputy to the DCI for the Intelligence Community

SUBJECT : Finished Intelligence Production Management

1. This memorandum responds to your request for comments on the concept of establishing an Intelligence Production Registry File within the COINS mechanism.

2. In general, I agree that a mechanism which facilitates communication among analysts on research and analysis in areas of mutual interest would have some benefit, but I question whether such a means of communication need involve the expense and other resource implications involved in your COINS proposal. Some mechanisms already exist for the timely exchange of information concerning planned intelligence production. I speak here of some procedures and mechanisms within the Economic Intelligence Committee, the SIC and JAEIC for example. In the economic area, the Bureau of Intelligence and Research also produces, on a quarterly basis, an inventory of economic studies proposed, underway, and completed. This publication, in addition to listing the economic research activities at USIB agencies, also includes data on the planned publications of non-USIB agencies and the academic community.

3. I have some problems with several inferences in your memorandum to the effect that:

- there is enough undesirable duplication of effort in the community to merit the expense of the proposed system;

- the system is intended to preclude two agencies publishing on the same subject;

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certain agencies should not produce intelligence on certain subjects.

4. On the point of duplication, you will recall that Mr. Schlesinger, during his short term as Director, underscored his belief that some competitive duplication is healthy and tends to improve the intelligence product. As for undesirable duplication, I believe that very little actually exists in the intelligence community.

5. On the point of using the system to have one agency cancel its planned production on a subject because another agency is intending to work on it, this is a matter which appears to be more theoretical than real. I doubt very much that any two studies of the same subject produced by different agencies will be identical in content and thrust. Most planned intelligence studies are designed and tailored to serve a particular purpose for a specific consumer. The concept that a single study on a subject can serve the many differing needs for intelligence support to various consumers is unrealistic.

6. Lastly, your survey indicates some production by agencies whose "appropriateness" to produce in that particular area is "questionable." Without knowing the specific products which were so labeled, I note that these instances numbered only 30 out of a total of over 832 publications surveyed. Further, the question of who has the responsibility and/or competence to produce categories of intelligence is very complex. The NSCIDs and DCIDs leave wide, gray areas regarding responsibility, and this presumably is not entirely by accident. Competence is a matter of judgment, and no agency is likely to admit a lack of capability to produce finished intelligence requested by its policy-making consumers. Whether or not an Agency should produce on a given subject is a question best left to the knowledge and experience of production office managers. They are the officials held responsible in this regard.

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7. In conclusion, I view the proposal as being more in the "nice to have" category than as an essential management tool. In light of this, COINS may not be the most appropriate vehicle to use and may be a case of overkill. A hard copy paper file in the offices of respective executive agents may achieve the same benefits at far less cost. Nevertheless, I would be happy to cooperate with you in any further exploration of this whole question.

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PAUL V. WALSH
Acting Deputy Director
for Intelligence

Acting DDI/PVWalsh/tb (24 Aug 73)
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